

## Message Text

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ACTION LAB-04

INFO OCT-01 EA-07 ISO-00 IO-13 CIAE-00 COME-00 EB-08

INR-07 NSAE-00 SIL-01 AID-05 OMB-01 TRSE-00 /047 W

-----151014Z 045333 /10

R 150652Z FEB 77

FM AMEMBASSY JAKARTA

TO SECSTATE WASHDC 9287

LIMITED OFFICIAL USE SECTION 1 OF 3 JAKARTA 2056

E.O. 11652: N/A

TAGS: ILO, ELAB, ID

SUBJECT: REQUEST FOR INFORMATION ILO ACTIVITIES

REF: (A) STATE 03255, (B) STATE 014094

SUMMARY: IN RESPONSE REFTELS EMBASSY SUBMITS DATA ON 15 ILO PROJECTS OPERATIONAL DURING 1975-76 AND THREE PROJECTS APPROVED BUT NOT YET OPERATIONAL. ILO PROGRAM IN INDONESIA, ONE OF LARGEST IN WORLD, RAGES OVER WIDE FIELD OF ACTIVITIES FROM VOCATIONAL TRAINING TO FAMILY PLANNING. PROJECTS GENERALLY ARE APPROPRIATE FOR INDONESIA'S DEVELOPMENT NEEDS. QUALITY OF ILO ASSISTANCE ON THE WHOLE IS GOOD. THERE ARE WEAKNESSES IN INSTITUTIONAL SUPPORT BY GOI. EFFECTIVENESS OF PROJECTS ARE OFTEN FRUSTRATED BY DIFFICULTIES OF GOI IN ABSORBING AND UTILIZING ASSISTANCE.

END SUMMARY.

BEGIN UNCLASSIFIED:

(1) FOLLOWING IS COMPLETE LIST OF 15 ILO PROJECTS OPERATIONAL IN INDONESIA DURING PERIOD 1975-76, AND THREE PROJECTS APPROVED BUT NOT YET OPERATIONAL. MINOR DIFFERENCES EXIST BETWEEN DATA INCLUDED IN OUR LIST, AS SUPPLIED BY ILO COUNTRY OFFICE, AND LIMITED OFFICIAL USE

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DATA PROVIDED IN REFTEL B. STARTING AND ENDING DATES OF PROJECTS ARE GENERALLY RECORDED BY ILO OFFICE ON BASIS ARRIVAL AND FINAL DEPARTURE OF PERSONNEL. UNDP FUNDING CITED BY EMBASSY ARE BASED ON MOST CURRENT FIGURES IN ILO OFFICE. PROJECT TITLES USED BY ILO HERE VARY IN MANY CASES FROM TITLES SHOWN BY DEPARTMENT.

--TRAINING FOR HOTEL INDUSTRY AND TOURISM; INCS/72/020;  
JAKARTA; UNDP \$192,677, GOI \$46,242; START JAN 1973,  
END JAN 1975; THREE EXPERTS; PURPOSE-TO ADVISE GOI  
ON DESIGN, EQUIPPING AND CURRICULUM FOR TWO HOTEL  
SCHOOLS IN JAKARTA AND BALI.

--COMPREHENSIVE MANPOWER SURVEY AND PLANNING;  
INS/72/030; JAKARTA; UNDP \$963,124, GOI \$340,426;  
START APRIL 1973, END DEC 1978; SIX EXPERTS; PURPOSE-  
TO ASSIST GOI IN DESIGNING AND IMPLEMENTING NATIONAL  
MANPOWER SURVEY AND DEVELOPING STRUCTURE FOR CARRYING  
OUT MANPOWER PLANNING ACTIVITIES; COMMENTS-NAME OF  
PROJECT TO BE CHANGED TO MANPOWER AND EMPLOYMENT  
STRATEGY PLANNING.

--ADVISORY TEAM ON LABOR AFFAIRS; INS/72/031; JAKARTA;  
UNDP \$376,110, GOI \$157,991; START NOV 1972, END  
JULY 1975 (CONTINUED UNDER PHASE II); TWO EXPERTS;  
PURPOSE-TO HELP EVOLVE SYSTEM OF LABOR ADMINISTRA-  
TION, DEVELOP LABOR LAWS, IMPROVE SERVICES FOR  
LABOR ADMINISTRATION.

--CO-OPERATIVE TRAINING AND DEVELOPMENT; INS/72/040;  
JAKARTA; UNDP \$115,679, GOI \$30,120; START APRIL  
1973, END DEC 1974 (CONTINUED UNDER PHASE II);  
THREE EXPERTS; PURPOSE-TO ADVISE ON COOPERATIVES  
DEVELOPMENT, PARTICULARLY ON TRAINING AND EDUCA-  
TION TO DEVELOP NEW CURRICULA AND TEACHING MATERIALS  
SUITABLE TO SPECIAL NEEDS AND CIRCUMSTANCES OF THE  
VARIOUS REGIONS.

--TECHNICAL TEACHERS TRAINING; INS/72/042; BANDUNG;  
UNDP \$439,539, GOI \$376,626; START JAN 1973, END  
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APRIL 1976; THREE EXPERTS; PURPOSE-TO STRENGTHEN THE  
CAPABILITY OF TEACHING VARIOUS SKILLS IN THE MAJOR  
NATIONAL VOCATIONAL INSTRUCTOR TRAINING ESTABLISHMENT  
IN BANDUNG.

--VOCATIONAL TRAINING PLANNING; INS/72/06P; JAKARTA;  
UNDP \$130,005, GOI \$120,481; START OCT 1973, END DEC  
1976; ONE EXPERT; PURPOSE-TO ASSIST IN DEVELOPMENT  
OF AN INTEGRATED PROGRAM OF VOCATIONAL TRAINING.

-- INDUSTRIAL VOCATIONAL TRAINING SCHEMEN, PHASE II;  
INS/73/005; IRAIN A JAYA; UNDP \$501,184, GOI \$564,819;  
START JUNE 1974 (CONTINUATION OF PHASE I), END DEC  
1976; EIGHT EXPERTS; PURPOSE-TO ASSIST IN CONSILI-  
DATING ACTIVITIES OF IRAN JAYA VOCATIONAL TRAINING  
CENTER; COMMENTS-THIS PROJECT WILL BE CONTINUED  
AROUND JUNE 1977 WITH UNDP INPUT OF AROUND \$140,000  
FOR TWO YEARS, SUPPORTED BY 5-6 INTERNATIONAL  
VOLUNTEERS.

--POPULATION AND FAMILY PLANNING; ILO/NOR/74/INS1;  
JAKARTA; NORWAY \$288,258, GOI PERSONNEL AND

MATERIAL; START APRIL 1976, END DEC 1978; ONE EXPERT;  
PURPOSE-TO STRENGTHEN NATIONAL INSTITUTE OF INDUSTRIAL  
HYGIENE AND OCCUPATIONAL HEALTH TO INTENSIFY FAMILY  
PLANNING ACTIVITIES IN THE ORGANIZED INDUSTRIAL SECTOR;  
COMMENTS-GOI HAS REQUESTED TWO YEAR EXTENSION BUT  
NORWAY IS UNABLE TO PROVIDE FUNDS.

--HOTEL AND TOURISM PERSONNEL TRAINING; INS/74/021; BALI,  
UNDP \$1,150,160, GOI \$2,152,751; START JAN 1976, END  
JUNE 1979; TWO EXPERTS; PURPOSE-TO CREATE AN ADDITIONAL  
AND MODEL TRAINING FACILITY FOR HOTEL/TOURIST INDUSTRY.  
--ADVISORY TEAM ON LABOR AFFAIRS (PHASE II), INS/74/047;  
JAKARTA; UNDF \$493,400, GOI \$430,120; START 1975, END  
1978; ONE (PLUS SEVERAL CONSULTANTS) EXPERT; PURPOSE-

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FM AMEMBASSY JAKARTA  
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TO STRENGTHEN VARIOUS MANPOWER DEPARTMENT  
ACTIVITIES REQUIRED UNDER SECOND FIVE YEAR PLAN;  
NOTE: DUE TO UNDP FINANCIAL PROBLEMS, ACTIVITIES  
HAD BEEN CURTAILED IN 1976 AND RESUMED IN FEB.  
1977. PROJECT ACTIVITIES RELATE TO IMPROVING ABIL-  
ITY OF DEPARTMENT IN ADMINISTERING PROGRAMS TO  
IMPROVE WORKING CONDITIONS, LABOR LAW ENFORCEMENT,  
ETC.

--DEVELOPMENT OF TEACHING SKILLS FOR VOCATIONAL  
TRAINING; INS/74/048; SINGOSARI-BANDUNG; UNDP  
\$149,500 (PREPARATORY ASSISTANCE), GOI \$4,676,240;  
START FEB 1976, END FEB 1977; ONE EXPERT (TWO  
SLOTS NOT FILLED DUE FINANCIAL PROBLEMS); PUR-  
POSE-TO ESTABLISH PROGRAM FOR TRAINING INSTRUCTORS  
AND CONDUCTING RESEARCH IN TEACHING SKILLS DEVELOP-  
MENT AT BANDUNG AND SINGOSARI TECHNICAL TEACHERS  
TRAINING CENTERS.

--COOPERATIVE TRAINING AND DEVELOPMENT (PHASE II);  
INS/75/003; JAKARTA; UNDP \$179,515 PREPARATORY  
ASSISTANCE, \$1,548,083 FULL PROJECT, GOI OMITTED;  
START SEPT 1975, END JUNE 1980; EIGHT EXPERTS;  
PURPOSE-TO IMPROVE ABILITIES OF DIRECTORATE GENERAL  
OF COOPERATIVE AND STRENGTHEN COOPERATIVE SECTOR OF  
RURAL ECONOMY; COMMENTS-LIMITED PERSONNEL HAS IMPEDED  
FULFILLMENT OF WORK PLANS.  
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--ADVISORY SERVICES TO DIRECTORATE GENERAL OF TOURISM;  
INS/75/013; JAKARTA; UNDP \$111,570, GOI \$16,867;  
START OCT 1975, END OCT 1976; THREE EXPERTS; PURPOSE-  
TO ASSIST DIRECTORATE OF TOURISM IN ESTABLISHING  
REGULATIONS FOR GRADING HOTELS, AND ASSESS MARKETING  
PROGRAM OF THE DIRECTORATE.  
--NATIONAL PRODUCTIVITY AND MANAGEMENT DEVELOPMENT  
CENTER; INS/75/029; JAKARTA; UNDP \$304,220, GOI  
\$212,638; START OCT 1975, END DEC 1978; TWO EXPERTS;  
PURPOSE-TO ASSIST THE GOVERNMENT IN DEVELOPING  
AND UPGRADING MANAGERIAL RESOURCES.  
--TECHNICAL EDUCATION, VOCATIONAL AND MANAGEMENT  
TRAINING; IBRD LOAN NO.1237 INS; JAKARTA; IBRD LOAN  
\$2,339,300, GOI -; START JAN 1977, END APRIL 1980;  
FIFTEEN EXPERTS; PURPOSE-TO ASSIST DEPARTMENT OF  
MANPOWER TO DEVELOP NATIONAL SKILL DEVELOPMENT  
SCHEME IN CONJUNCTION WITH IBRD AND IGGI LOANS TO  
EXPAND VOCATION TRAINING CENTER; COMMENTS-THIS  
PROJECT IS PART OF \$19 MILLION IBRD LOAN TO UPGRADE  
VOCATIONAL TRAINING.  
PROJECTS APPROVED IN PRINCIPLE BUT NOT OPERATIONAL:  
--VOCATIONAL TRAINING CENTER; INS/74/022; SURABAYA;  
UNDP \$1,575,000 (PREPARATORY FUNDS), GOI \$1,927,710;  
START 1979, END 1982; NO. OF EXPERTS TO BE DETER-  
MINED; PURPOSE-TO INCREASE VOCATIONAL TRAINING  
FACILITIES, ASSIST IN-PLANT TRAINING PROGRAMS,  
ESTABLISH MOBILE TRAINING UNITS FOR RURAL AREAS.  
--WAGES, INCOMES AND WAGE STATISTICS; INS/75/027;  
JAKARTA; UNDP \$169,400, GOI \$28,915; START JUNE  
1977, END JUNE 1979; THREE EXPERTS; PURPOSE-TO  
ASSIST GOVERNMENT TO DEVELOP SYSTEMS FOR MINIMUM  
WAGE DETERMINATION, INSTALLING NATIONAL WAGE  
STRUCTURE, INCENTIVE SCHEMES.  
--PLANNING, LEGISLATION AND ADMINISTRATION OF SOCIAL  
SECURITY; INS/75/028; JAKARTA; UNDP \$127,925, GOI  
\$14,612; START JULY 1977, END DEC 1978; ONE EXPERT;  
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PURPOSE-TO HELP THE GOVERNMENT PLAN A SOCIAL SECURITY SYSTEM, TO REVIEW PLANNING ALREADY UNDERWAY.

END UNCLASSIFIED

(2) IN VIEW LARGE NUMBER OF PROJECTS IN INDONESIA, EMBASSY HAS SUMMARIZED ITS RESPONSES TO VARIOUS QUESTIONS POSED IN REFTEL (A) UNDER FIVE BROADH HEADINGS.

(A) APPROPRIATENESS OF OBJECTIVES: BASICALLY, WE BELIEVE THAT OBJECTIVES OF ILO PROJECTS, AS OUTLINED IN PROJECT DESCRIPTIONS ABOVE, ARE APPROPRIATE TO INDONESIA'S NEED. ALL PROJECTS, REGARDLESS OF HOW ORIGINATED, MUST BE APPROVED BY GOI ECONOMIC DEVELOPMENT BOARD IN ACCORDANCE WITH REQUIREMENTS AND OBJECTIVES OF SECOND FIVE YEAR PLAN. A SUBSTANTIAL SHARE OF FUNDS ARE DIRECTED TO IMPROVING VOCATIONAL TRAINING, WHICH IS SORELY NEEDED. CERTAINLY SOME PROJECTS ARE OPEN TO CRITICISM. ESTABLISHMENT OF VOCATIONAL TRAINING CENTER IN SPARSELY POPULATED IRAN JAYA MIGHT BE QUESTIONED, ALTHOUGH CERTAINLY GOI IS ANXIOUS TO ACCELERATE DEVELOPMENT IN THAT AREA BY ENLARGING POOL OF SKILLED WORKERS. ASSISTANCE FOR HOTEL TRAINING CENTERS MIGHT HAVE BEEN LEFT TO PRIVATE SECTOR, PARTICULARLY IN VIEW GROWING NUMBER OF FOREIGN HOTELS IN INDONESIA. MAJORITY OF ILO PROJECTS ARE MODEST, INVOLVING ONE OR TWO EXPERTS, OPERATING IN IMPORTANT AREAS NEEDED TO MEET INDONESIA'S ECONOMIC AND SOCIAL DEVELOPMENT GOALS.

(B) TRIPARTISM: TRADE UNION AND EMPLOYER GROUPS ARE NOT INVOLVED IN DESIGN AND IMPLEMENTATION OF ILO PROJECTS. ACCORDING TO SENIOR LABOR LEADER, BOTH GROUPS ARE KEPT INFORMED VIA TRIPARTITE COUNCIL WHICH DEALS WITH VARIETY OF TOPICS. GIVEN THE LIMITED COMPETENCE OF LABOR AND EMPLOYER GROUPS IN THE AREAS OF ILO PROJECTS, WE DOUBT IF THEIR LACK OF PARTICIPATION IN

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DESIGN AND IMPLEMENTATION OF PROJECTS HAS ANY SERIOUS ADVERSE IMPACT. ILO COUNTRY DIRECTOR DOES MAKE CONCERTED EFFORT TO MAINTAIN CLOSE CONTACT WITH TRADE UNION AND EMPLOYER GROUPS, AND RECENTLY INSTITUTED SERIES OF TRIPARTITE MEETINGS IN WHICH ILO EXPERTS DISCUSS THEIR PROJECTS AND INVITE COMMENTS AND SUGGESTIONS.

(C) INSTITUTIONAL SUPPORT: ILO INSTITUTIONAL SUPPORT HAS GENERALLY BEEN GOOD. OCCASIONALLY EXPERTS DO NOT ARRIVE ON TIME BECAUSE OF BUREAUCRATIC DELAYS IN HEAD-QUARTERS. UNDP'S FINANCIAL PROBLEMS HAVE CAUSED SUSPENSION OR DEFERRAL OF EXPERTS IN SEVERAL PROJECTS. THE QUALITY OF ILO EXPERTS REPORTEDLY IS GENERALLY GOOD, ALTHOUGH LABOR ATTACHE IS PERSONALLY FAMILIAR WITH ONLY A HALF DOZEN OR SO. DIRECTOR GENERAL OF MANPOWER DEPARTMENT REPORTS THAT QUALITY OF ILO EXPERTS HAS IMPROVED OVER PAST FIVE-TEN YEARS. DELIVERY OF ILO PROJECT MATERIAL IS OFTEN DELAYED DUE TO CUSTOMS CLEARANCE. ON INDONESIAN SIDE, ILO ENCOUNTERS PROBLEMS OF INSTITUTIONAL SUPPORT WHICH ARE FACED BY ALL AID AGENCIES. INDONESIA'S ACUTE SHORTAGE OF TRAINED PERSONNEL MAKES IT DIFFICULT TO PROVIDE COMPETENT COUNTERPARTS IN ALL INSTANCES. THIS IS MOST ACUTE IN VOCATIONAL TRAINING CENTERS. ILO DIRECTOR REPORTS SOME DELAYS ON DELIVERY OF SUPPORT PROMOTED BY GOI, BUT NO PROBLEMS WHICH HE WOULD CLASSIFY AS SERIOUSLY LIMITED OFFICIAL USE

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IMPEDING PROJECT IMPLEMENTATION. THERE ARE SLIPPAGES IN MEETING SCHEDULES, WITH REVISIONS AND EXTENSIONS OF PROJECT SCHEDULES SOMETIMES REQUIRED - A PRACTICE SHARED BY ALL AID AGENCIES.

(D) EFFECTIVENESS OF PROJECT IMPLEMENTATION: ANY MEANINGFUL, CRITICAL EVALUATION OF PROJECTS WOULD REQUIRE MORE IN-DEPTH SURVEYS THAN ARE FEASIBLE IN BRIEF TIME-FRAME ALLOCATED FOR RESPONDING TO REFTEL, PARTICULARLY FOR VOCATIONAL TRAINING PROJECTS IN BANDUNG, BALI, AND IRAN JAYA. IN TERMS OF COMPLIANCE WITH FORMAL PROJECT GOALS, THERE HAS BEEN REASONABLY GOOD PROJECT IMPLEMENTATION. EFFECTIVENESS OF VOCATIONAL TRAINING PROJECTS IN ACHIEVING IMPROVED CURRICULUM, UPGRADING INSTRUCTORS, OR SERVING NEEDS OF STUDENTS AND EMPLOYERS ARE MORE DIFFICULT TO MEASURE. BUT FOR MOST ADVISORY-TYPE PROJECTS, INVOLVING ONE OR TWO EXPERTS, EFFECTIVENESS OF IMPLEMENTATION IS BASED IN PART OF PERSONALITIES AND ON NATURE OF RELATIONSHIPS

ESTABLISHED BETWEEN EXPERTS AND COUNTERPARTS. MORE IMPORTANT QUESTION IS ABILITY OF GOI TO UTILIZE PROJECT SERVICES. HERE LIE CHIEF DIFFICULTIES. FOR EXAMPLE, EFFORTS TO IMPROVE MANPOWER PLANNING AT CENTER AND IN REGIONS ARE FRUSTRATED BY LACK OF QUALIFIED PEOPLE, FUNDS, STAFF, AND STATISTICAL DATA. PROGRAMS TO IMPROVE ADMINISTRATION AND SERVICES OF MANPOWER DEPARTMENT ENCOUNTER SIMILAR PROBLEMS, AS WELL AS INSTITUTIONAL OR BUREAUCRATIC RESISTANCES TO CHANGE. ADVISORS ON COOPERATIVE DEVELOPMENT PROJECT ALSO FACE PROBLEMS WHICH RELATE TO DIFFICULTIES IN SECURING PUBLIC

ACCEPTANCE OF COOPERTIVES AND DEVELOPING DEGREE OF INTEGRITY AND EFFICIENCY ESSENTIAL TO SOUND COOPERATIVE MOVEMENT.

(E) FOLLOW-UP: ILO DIRECTOR REPORTS NO SYTEMATIC, PLANNED FOLLOW-UP AS PART OF PROGRAM ADMINISTRATION. LACK OF FUNDS AND STAFF PRECLUDE THIS. LIMITED OFFICIAL USE

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(3) SEMINARS AND VISITORS; IN ADDITION REGULAR PROJECTS, REVIEWED ABOVE, ILO ACTIVITIES IN INDONESIA INCLUDE SPONSORSHIP OF PARTICIPANTS IN SEMINARS ABOARD

AND FAIRLY FREQUENT HOSTING OF VISITORS. DURING 1975-1976 ILO SPONSORED 18 GOVERNMENT OFFICIALS, 7 TRADE UNION LEADERS AND 7 EMPLOYER REPRESENTATIVES TO 12 SEMINARS IN VARIOUS ASIAN COUNTRIES, DENMARK, AND ILO CENTER IN TURIN. GIVEN VERY LIMITED INFORMATION ON QUALIFICATIONS OF PARTICIPANTS SPONSORED AND CONTENT OF SEMINARS, EVALUATION OF THIS TYPE ACTIVITY IS DIFFICULT. IN FEW INSTANCES WHERE LABOR ATTACHE HAS PERSONAL KNOWLEDGE OF PARTICIPANTS AND SEMINAR ACTIVITIES, SERIOUS QUESTIONS COULD BE RAISED CONCERNING THEIR VALUE. RECORD OF ILO INF FIELD OF REGIONAL SEMINARS PERHAPS NO WORSE, HOWEVER, THAN OTHER AID AGENCIES. DETAILS ON NUMBER OF ILO VISITORS TO INDONESIA ON SHORT-TERM ASSISTANCE RELATED ACTIVITIES NOT READILY AVAILABLE. PERHAPS ONE DOZEN HAVE BEEN HERE DURING PAST TWO YEARS. OF HANDFUL MET BY LABOR ATTACHE, SOME APPEAR TO BE ON JUNKETS, OTHERS ON FAIRLY SERIOUS CONSULTATION VISITS IN CONNECTION WITH PROJECT SURVEYS, DEVELOPMENT OF NEW PROGRAMS.

(4) GOVERNING BODY DOCUMENT: LABOR ATTACHE REVIEWED GOVERNING BODY DOCUMENT CITED PARAGRAPH 4 REFTEL B,

BUT COULD FIND NO REFERENCE ALONG LINES OUTLINED PARAGRAPH 4 WHICH MIGHT RELATE TO INDONESIA. AS PARAGRAPH 4 REFERS TO "COUNTRIES IN THE REGION", THIS MIGHT BE REGIONAL PROJECT BASED IN BANGKOK.

GARDNER

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## Message Attributes

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